

# ***COMMUNITY DEVELOPMENT AND HOUSING NEEDS ASSESSMENT***

## **INTRODUCTION**

The analysis performed in this section of the Consolidated Plan provides an overall picture of the City of Poughkeepsie and Dutchess County's community development and housing needs.

The objective of this Community Development and Housing Needs Assessment is to provide a comprehensive evaluation of needs in the City of Poughkeepsie and Dutchess County. This Needs Assessment will assist citizens and grantees in establishing priorities and allocating available resources ó principally for low, very low, and extremely low-income households. The preparation of this assessment was also an invaluable exercise in assisting with the development of objectives in accordance with the statutory goals to strengthen partnerships with jurisdictions and among all levels of government and the private sector, including for-profit and non-profit organizations, to enable them to:

provide decent housing  
provide a suitable living environment, and  
expand economic opportunities.

As required by HUD, the needs information contained within this assessment must be sufficient to support the City and the County's consolidated strategy described in the strategic plan section of this Consolidated Plan including its priorities for allocating resources, its local objectives, and its strategies for achieving desired results.

## **Data Collection Methods**

To both identify and describe its housing and non-housing community development needs for the purposes of the Consolidated Plan, the City and the County referred to relevant information from reports and studies generated by various agencies that document housing, community and economic development needs and implementation strategies, which are referenced throughout the text. For example, in crafting this section of the Consolidated Plan, the County utilized the *1998-2000 City of Poughkeepsie Consolidated Plan*, *The 2001 Smart Growth Housing Task Force Report*, the *1998-2002 Dutchess County Consolidated Plan*, the approved New York demographic analysis and trend documentation, the Dutchess County Planning Department's *Databook and Directions*, the City of Poughkeepsie *Weed and Seed Application for 2000*, and data produced by the United Way in their analysis of need for the pending *2002 Community Needs Assessment*.

Citizen input obtained in the public hearing process, as well as the results of extensive consultations with social service agencies regarding housing and other needs of children, elderly persons, persons with disabilities, homeless persons, and other persons served by such agencies were also used preparing this assessment. Additional input was contributed at meeting of agencies in the Family Partnership Center in March 2002. Press coverage, interviews with key informants and internet resources provided further documentation for this assessment.

## **Definitions**

Consolidated plan (or the Plan) - The document that is submitted annually to HUD that serves as the planning documents (comprehensive housing affordability strategy and community development plan) of the jurisdiction and application for funding under any of HUD's Community Planning and Development formula grant programs (CDBG, ESG, HOME, or HOPWA), which is prepared in accordance with the process prescribed in this part.

Consortium - Geographically contiguous units of general local government that are acting as a single unit of general local government for purposes of the HOME program (see 24 CFR part 92). For purposes of this document, the Consortium includes the entitlement communities of Dutchess County and the City of Poughkeepsie.

Emergency shelter - Any facility with overnight accommodations, the primary purpose of which is to provide temporary shelter for the homeless in general or for specific populations of the homeless.

Extremely low-income households (or families) - Households whose income is between 0 and 30 percent of the median income for the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish ceilings higher or lower than 30 percent of the median for the area on the basis of HUD's finding that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes. In 2002, the maximum income for this category is \$20,450 for a family of four.

Homeless - An individual (not imprisoned or otherwise detained pursuant to an Act of Congress or a State law) or family who:

- (1) Lacks a fixed, regular, and adequate nighttime residence; and
- (2) Has a primary nighttime residence that is:
  - (i) A supervised publicly or privately operated shelter designed to provide temporary living accommodations (including welfare hotels; congregate shelters, and transitional housing for the mentally ill);
  - (ii) An institution that provides a temporary residence for individuals intended to be institutionalized; or
  - (iii) A public or private place not designed for, or ordinarily used as, a regular sleeping accommodation for human beings.

Homeless family - A family that includes at least one parent or guardian and one child under the age of 18; a pregnant woman; or a person in the process of securing legal custody of a person under the age of 18; who is homeless as defined in this section.

Homeless individual - A youth (17 years or younger) not accompanied by an adult (18 years or older) or an adult without children, who is homeless, as defined in this section.

Lead-based paint hazards - Any condition that causes exposure to lead from lead-contaminated dust, lead-contaminated soil, lead-contaminated paint that is deteriorated or present in accessible surfaces, friction surfaces, or impact surfaces that would result in adverse human health effects as established by the appropriate Federal agency.

Low-income families - Families whose incomes do not exceed 80 percent of the median income of the area, as determined by HUD with adjustments for larger and smaller families, except HUD may establish income ceilings higher or lower than 80 percent of the median in the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs, or fair market rents, or unusually high or low family incomes. In 2002, the maximum income for this category is \$54,500.

Poverty-level households (or families) - Households with incomes below the poverty line, as defined by the Office of Management and Budget.

Transitional housing - A project that is designed to provide housing and appropriate supportive services to homeless persons to facilitate movement to independent living within 24 months, or a longer period approved by HUD. For purposes of the HOME program, there is no HUD-approved time period for moving to independent living.

Very low-income families - Low-income families whose income does not exceed 50 percent of the median in the area, as determined by HUD with adjustments for smaller and larger families, except that HUD may establish income ceilings higher or lower than 50 percent of the median in the area on the basis of HUD's findings that such variations are necessary because of prevailing levels of construction costs or fair market rents, or unusually high or low family incomes. In 2002, the maximum income for this category is \$34,050 for a family of four.

## **COMMUNITY PROFILE**

In order to give a more comprehensive picture of the Community Development and Housing needs of the City of Poughkeepsie and Dutchess County, the City and the County have developed this community profile section to provide a context for the submission requirements outlined below.

### **History and Land Use Data**

The history of Dutchess County has been marked by the contrasts in its development and land use patterns before and after 1950. The years prior to 1950 were marked by the development of and within cities, towns and villages, with active farms and open space surrounding the centers of population. The decades following 1950 have been marked by a proliferation of suburban development and a decline of populations within the cities. Significant shifts in land use and economic development patterns in the County forged the growth of the County's largest private employer, IBM<sup>1</sup>.

The City of Poughkeepsie is located on the East bank of the Hudson River, approximately 75 miles north of New York City. Poughkeepsie is 4.7 square miles, and is prominent in the history of the Mid-Hudson Valley Region. As is common in urban areas, although Poughkeepsie is small in land area, it is densely populated with many characteristics usually attributed to larger northeastern cities.

In 2002, the County is primarily a suburban and rural community of single-family detached owner-occupied dwellings. In recent years there has been a sustained focus on the need for a variety of housing types due to the rising demands for more affordable housing driven by the exceedingly high cost associated with purchasing and maintaining a home. As discussed in the Smart Growth Housing Task Force Report, half of the households and families in Dutchess County have incomes less than the median. If median income households have problems securing affordable housing, the cost burden of shelter is even greater for lower income households. This affordability problem extends to owner-occupied and renter-occupied households. Unfortunately, solutions have been hard to come by in a time of decreasing government funding for housing, welfare reform measures and the changing nature of poverty.

As the regional economy has shown signs of recovery from IBM's major downsizing in the mid 1990s, Dutchess County is confronting other issues. Though the County has an unemployment rate ranging between 3 and 4%, nearly 20% that of the National average, 20% of the workforce commutes more than an hour each way daily.

## **Population**

### ***CDBG 6 Urban County Consortium***

According to the US Census, between 1990 and 2000, the population of Dutchess County's communities increased by 8% percent, from 259,462 to 280,150 persons. When compared with the County population increases of the past three decades, this represents a modest increase. From 1970-1980 a 10.2 percent increase in the County population was witnessed and from 1980-1990 a 5.9 percent increase in the County's population took place. Between 1990 and 2000, population in Dutchess County's CDBG Consortium communities increased 19.3% (The Village of Wappingers Falls and Town of LaGrange joined the Consortium in 2002). Though the rate of growth within the CDBG Consortium municipalities does not always mirror this growth trend, the burgeoning population impacts issues for all communities.

In addition to this population increase, there was an even more significant increase in the number of households. This is significant as the number and type of households, rather than the population size, dictates how much and what kind of housing is required to meet the needs of County residents. The number of households increased by 11% percent in the last decade, from 89,567 in 1990 to 99,536 in 2000. The percentage increase in the number of households just ahead of the percentage increase in the size of the population. Since the growth in the number of households exceeds the growth in the size of the population, a shift in the structure and organization of Dutchess County households is evidenced.

According to 2000 Census figures, there are 2.63 persons in the average Dutchess County household. When compared with the 1990, 1980 and 1970 Census figures, which indicate, respectively, an average household size of 2.7, 2.6 persons and 3.2 persons, the 2000 Census figures attest to a 2.6% decrease in household size since 1990, stable household size through the 1980s and an 18 percent decrease since 1970. This is likely attributable to the following trends:

- ï increases in the number of older individuals remaining in independent living situations for longer periods
- ï increases in the number of young people delaying marriage
- ï an increasing rate of divorce resulting in many single-parent families
- ï increases in the number of smaller families/couples who have fewer children.

An overview of the City of Poughkeepsie demonstrates that from 1990 to 2000 there was an overall increase by 3.56% percent in the City's population. This reversed a 3.07% decline in the City's population between 1980 and 1990. During the decade between 1990 and 2000, household size in the City showed little change from 2.36 persons per household in 1990 to 2.40 persons per household in 2000.

### ***HOME ó Consortium***

For purposes of reviewing the population and trends within the HOME Consortium, please consider the information provided above on the CDBG Consortium member municipalities, as well as the information included within this assessment as it pertains to the City of Poughkeepsie. That is to say that, the HOME Consortium is comprised of those municipalities included within the CDBG Consortium, as well as the City of Poughkeepsie.

**TABLE 1**  
**2000 Population and Rate of Change in CDBG and HOME**  
**Consortium Municipalities**

<b>NumberChange</b>	<b>AREA</b>	<b>1990 Population</b>	<b>2000 Population</b>	
<b>Percent Change</b>				
<b>CITIES</b>				
Beacon	13,243	13,808	565	4.27%
Poughkeepsie <sup>1</sup>	28,844	29,871	1027	3.56%
<b>TOWNS<sup>2</sup></b>				
Amenia	5,195	4,048	(1,147)	-22.08%
Beekman	10,447	13,655	3,208	30.71%
Clinton	3,760	4,010	250	6.65%
Dover	7,778	8,565	787	10.12%
East Fishkill	22,101	25,589	3,488	15.78%
Fishkill	15,698	18,523	2,825	18.00%
Hyde Park	21,230	20,851	(379)	-1.79%
Milan	1,895	2,356	461	24.33%
North East	2,034	2,077	43	2.11%
Pawling	3,973	5,288	1,315	33.10%
Pine Plains	2,287	2,569	282	12.33%
Pleasant Valley	8,063	9,066	1,003	12.44%
Poughkeepsie	40,143	42,777	2,634	6.56%
Red Hook	6,736	7,440	704	10.45%
Rhinebeck	4,833	4,685	(148)	-3.06%
Stanford	3,495	3,544	49	1.40%
Union Vale	3,577	4,546	969	27.09%
Wappinger	22,292	22,322	30	0.13%
Washington	3,140	3,313	173	5.51%

VILLAGES <sup>2</sup>				
Fishkill	1,957	1,735	(222)	-11.34%
Millbrook	1,339	1,429	90	6.72%
Millerton	884	925	41	4.64%
Pawling	1,974	2,233	259	13.12%
Red Hook	1,794	1,805	11	.61%
Rhinebeck	2,737	3,077	340	12.42%
Tivoli	1,035	1,163	128	12.37%
CDBG CONSORTIUM <sup>1</sup>	212,739	253,279	40,540	19.3%
HOME CONSORTIUM	259,462	280,150	20,688	7.97%

<sup>1</sup>  
included here with regard to its membership in the County HOME Consortium.<sup>2</sup>  
Village statistics are included in town statistics, and also listed separately.

The City is  
Notes that

Source U.S. Census 1990-2000

### Low-Income Concentration

**Table 2** below provides a statistical portrait of those Consortium (CDBG and HOME) member municipalities in which a concentration of low-income is present. In defining areas of low-income concentration the County considered only those households with a gross annual income of less than 80 percent of the median household income for Dutchess County<sup>2</sup>. For purposes of this analysis, municipalities with 10 percent more low-income households than the average number of low-income households in the county were evaluated.

The Low Income Concentration Section of the 1998-2002 Consolidated Plan included a breakdown of income by the following categories: 0-30%, 31-50%, and 51-80% of county household median income. This chart was completed from a special run of the census that was completed by the U.S. Department of Housing and Urban Development to assist grantees with the completion of the Consolidated Plan. Unfortunately, this special run has not been produced by HUD at this point since all the necessary census information has not been released. Upon receipt of this special census information the County will update this section of the Consolidated Plan, notify the public of this process and give the public an opportunity to comment.

**TABLE 2**  
**Low-Income Concentration in Dutchess County 2000**

<b>Municipality</b>	<b># of Households Below 80% of County Median Income</b>	
<b>Percent Below 80% of County Median Income</b>		
<b>CITIES</b>		
Poughkeepsie	7743	64%
<b>TOWNS<sup>1</sup></b>		
Amenia	830	51%
North East	560	49%
Pine Plains	500	50%
<b>VILLAGES</b>		
Fishkill	517	55%
Millbrook	354	51%
Millerton	206	57%
Red Hook	431	55%
Rhinebeck	676	50%
Tivoli	252	52%
Wappingers Falls	1,044	52%
<b>DUTCHESSCOUNTY</b>	<b>38,591</b>	<b>39%</b>

### Racial/Ethnic Minority Concentration

While the degree of racial/ethnic minority concentration does not necessarily indicate the type of housing or services a community needs to provide/produce, concentrations of low-income people, on the other hand, may indeed indicate the type of community development, public services, or housing a community needs to produce.

**TABLE 3A**  
**Population by Race 2000**  
**CDBG Urban County Consortium**

Source: 2000 U.S. Census

<b>RACE</b>	<b>NUMBER</b>	<b>PERCENT</b>
<b>TOTAL POPULATION</b>	250,279	100.00
<b>SINGLE RACE</b>	245,207	
White only	218,600	87.34%
Black/African American only	15,431	6.17%
American Indian/ Alaskan Native	492	0.002%
Native Hawaiian/Other Pacific Islander	74	0.0003%
Other	5,047	2.02%
<b>TWO OR MORE RACES</b>	4,072	1.62%
Hispanic/Latino Origin	14,883	5.95%

**TABLE 3B**  
**Population by Race 2000**  
**City of Poughkeepsie**

<b>RACE</b>	<b>NUMBER</b>		<b>PERCENT</b>
<b>TOTAL POPULATION</b>	29,871	100.00	
<b>SINGLE RACE</b>	28,646		
White only	15,785	52.84%	
Black/African American only	10,666	35.71%	
American Indian/Alaskan Native	117	0.39%	
Native Hawaiian/Other Pacific Islander	14		0.05%
Other	1,579	5.29%	
<b>TWO OR MORE RACES</b>	1,225	4.10%	
Hispanic/ Latino Origin	3,177	10.64%	

Source: 2000 U.S. Census

The County has defined areas of racial/ethnic concentration as those municipalities with a racial/ethnic population one percent larger than the County average. Table 4 below shows the area that met this criteria. The Town of Fishkill was removed by the County as an area of racial concentration because its data is skewed by the presence of two large correctional facilities.

**TABLE 4**  
**Municipalities with Racial Concentration by Percentage**

<b>MUNICIPALITY</b>	<b>BLACKS</b>	<b>NATIVE AMERICANS</b>	<b>ASIANS</b>	<b>OTHERS</b>
<b>HISPANICS</b>				
Beacon	19.6%		6.9%	16.9%
Poughkeepsie City	35.7%		5.3%	10.6%
Wappingers Falls			5.6%	15.1%
Poughkeepsie Town		5.1%		
Wappinger		4.3%		7.9%
Dutchess County	9.3%	0.2%	2.5%	2.4%
		6.4%		

Source: 2000 US Census

As required by HUD the County has examined the intersection of the areas of racial/ethnic and low-income concentrations. This examination shows that only two municipalities, the City of Poughkeepsie and the Village of Wappingers Falls, met this criteria. It is these municipalities which are in particular need of services to minority and low-income persons/families.